

LocaterNET

A Division of NAVSYS Corporation

18 October 1995

Mr. William F. Caton
Secretary
Federal Communications Commission
1919 M Street, N.W.
Washington, D.C. 20554

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Re: CC94-102

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FCC MAIL ROOM

Dear Sir:

Attached please find two copies of an article from the October, 1995, issue of *GPS World* magazine. We are submitting this material pursuant to Section 1.1206 of the FCC's rules, and ask that it be made part of the record relative to FCC Docket CC94-102.

The article is entitled "Mayday in the Rockies: Colorado's GPS-based Emergency Vehicle Location System," and describes a federally-funded field operational test (FOT) currently underway in Colorado. NAVSYS Corporation's LocaterNET Division is systems integrator for this project.

As you will read, the Colorado Mayday project involves deployment of a system enabling motorists to automatically request emergency assistance via cellular phone. Emergency services requests generated by this system are electronically transmitted to the responsible public or private agency, and contain precise GPS-derived location data for the cellular transceiver initiating the emergency call.

The Federal Highway Administration FOT involves deployment of this technology in 2,000 vehicles in a 12,000 square mile test area around Denver. The Colorado Department of Transportation, the Colorado State Patrol, ATT Wireless, US WEST Cellular and CommNet Cellular are partners in the project.

In its role as Colorado MAYDAY systems integrator, NAVSYS LocaterNET is building the required infrastructure utilizing the company's patented GPS location technology.

We hope this article is useful in deliberations on the FCC's proposed rule. Should you have questions or comments, please don't hesitate to contact me.

Sincerely,


Max Cameron
President

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Mayday in the Rockies:

Colorado's GPS-Based Emergency Vehicle Location System

When visibility is poor, a driver is tired, or the brakes are sticking, single-car accidents can happen. In 1991 alone, 6.11 million single-vehicle crashes were reported in the United States, resulting in the loss of almost 42,000 lives. A unique public-private partnership in Colorado is developing a prototype emergency vehicle location system that is intended to be a national model. It will send help more quickly to stranded and injured motorists, minimize stress, and save lives.



Neil Lacey

Colorado Department of Transportation

Max Cameron

NAVSYS Corporation

Neil Lacey is the Mayday project manager for the Colorado Department of Transportation. Lacey manages intelligent transportation system initiatives for the department's research branch in Denver, Colorado.

Max Cameron is president of the LocaterNET Division of NAVSYS Corporation, Colorado Springs, Colorado. A former systems integration executive with Digital Equipment Corporation, Cameron previously served as NAVSYS's Mayday project manager during the design, development, and integration of the Mayday system.

Suzanne is driving her two young children home from a school play one winter evening in Colorado.

The light snow that dusted the road earlier is now falling thicker and faster. The children are unconcerned, but Suzanne, never fond of traveling in poor conditions, is trying to stay calm as visibility nears zero.

Despite her vigilance and cautious speed, Suzanne misses a curve. The car leaves the roadway, coming to rest against a tree in deep snow. Though restrained with seat belts and child safety seats, she and the children suffer minor injuries. Their vehicle is stuck out of sight and unlikely to attract help.

Countless times every year, an incident of this type can be a recipe for tragedy. The U.S. National Highway Traffic Safety Administration estimates that

during 1991, 6.11 million single-vehicle roadway departure crashes were reported to police and other law enforcement agencies in the United States. These crashes resulted in the loss of almost 42,000 lives.

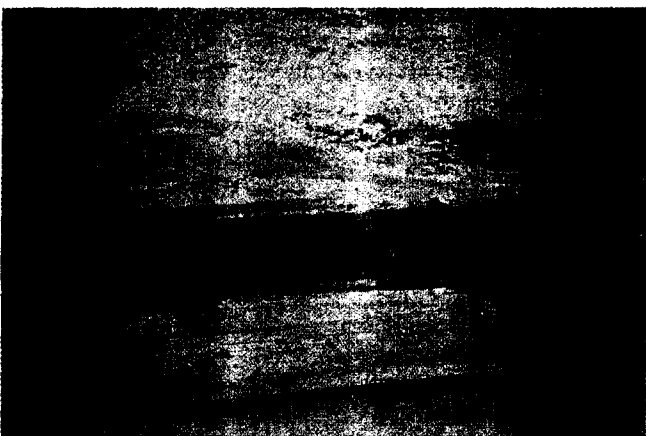
Today an innovative series of public-private partnerships in the United States is working toward an infrastructure for an emergency vehicle location system that, when activated by the motorist, will automatically transmit a request for help along with the vehicle's precise location to emergency services personnel. Coordinated by the federal government under the auspices of the U.S. Department of Transportation (USDOT) intelligent transportation system (ITS) initiative, the goal of these partnerships is to spur implementation of a nationwide emergency vehicle location system. ITS partnerships in the

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states of Colorado, Washington, and New York are working on different technological and institutional approaches to meet this challenge.

One major ITS initiative, Colorado Mayday, is being undertaken by the Enterprise Group, a coalition of the state departments of transportation in Arizona, Colorado, Iowa, Michigan, Minnesota, North Carolina, and Washington; the U.S. Federal Highway Administration (FHWA); the Ontario Ministry of Transportation, Transport Canada; the Maricopa County Transportation Department in Arizona; and the Dutch Transportation Ministry. The group was formed to drive implementation of ITS-related initiatives.

The Colorado Department of Transportation (CDOT) is managing Colorado Mayday for the Enterprise Group, with

funding from the state and USDOT. The Colorado State Patrol and various private-sector firms — almost all are based in Colorado — are partners in the program.

The program, which is among the first of its kind in the United States, has just passed its first milestone — prototype demonstration of the emergency vehicle location technology — and is proceeding toward full-scale testing and deployment in a test area in and around Denver.

EVERY SECOND COUNTS

Within the U.S. emergency medical service (EMS) community, it is widely accepted that a major factor contributing to the number of crash fatalities or critical outcomes is the time required for notification and response. In an emergency situation, a difference of 5 or 10 minutes can result in drastically

Snowy, icy conditions breed single-vehicle accidents. The Colorado Mayday project enables stranded, isolated, and injured motorists to transmit a request for help, along with the vehicle's precise location, to emergency services personnel.

different outcomes; and notification times do differ from place to place. For example, in 1992, data from the USDOT Fatal Accident Reporting System (FARS) indicate that the average EMS crash notification time was 4.85 minutes for urban areas and 8.95 minutes for rural areas. The large variance between the two response times is associated with low traffic density and a lack of communications facilities in rural areas.

Additionally, FARS 1992 data show that the average response time for rural areas, 11.47 minutes, was almost twice that of urban areas. This was mainly due to longer distances between crash sites and EMS base locations. However, the vague and uncertain crash locations common in both areas also increased the time between notification and EMS arrival on the scene.

In an effort to improve EMS response times and save lives on U.S. highways, FHWA has defined specific system improvement goals. These goals are meant to be responsive to characteristics of rural, urban, and interurban emergency response scenarios.

FHWA has begun the process of achieving these goals by funding a series of federal Field Operational Tests (FOTs) designed to leverage technology to improve roadway safety. Colorado Mayday is an FOT. These FOTs are typically funded through public-private partnerships involving federal, state government, and private-sector contributions and are administered by state departments of

transportation with federal oversight.

AN ACTIVE PARTNERSHIP

As the ultimate end user of Mayday data, the Colorado State Patrol is a key public-sector partner, providing critical system design input from a user perspective and serving as the emergency services dispatch center during the test.

NAVSYS Corporation's LocaterNET Division is acting as the systems integrator. The corporation has built a system for the program that employs the company's patented GPS sensor and patented automatic vehicle location system design. The sensor is an all-in-view L1, C/A-code unit.

CommNet Cellular, US WEST Cellular, and AT&T Wireless Services are supporting integration of the system components with technical support, airtime for testing, and telephone communications equipment. Additionally, a key program goal is to develop a marketing plan in which cellular companies could sell emergency vehicle location service as an adjunct cellular service, thereby commercializing the service infrastructure.

Environmental Systems Research Institute, Inc., is providing one of its geographic information system (GIS) software programs and support for the dispatcher workstation equipment. Castle Rock Consultants is serving as the government's independent evaluator of the system, conducting tests designed to assess technical performance parameters in a wide range of environments.

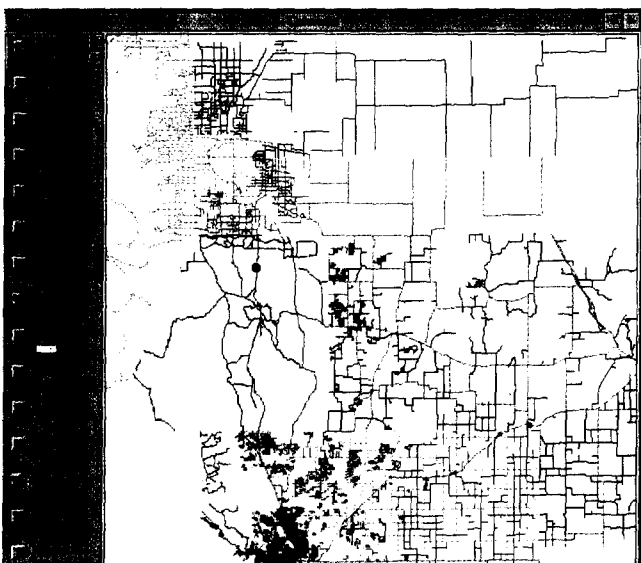
A USER-DRIVEN DESIGN

In addition to meeting technological challenges, the project partners also have to keep the users' needs constantly in mind. To ensure the usefulness of the system, the Colorado Mayday program has involved the emergency services community from the outset in the design and implementation of the system.



A Colorado State Patrol communications officer (top) uses her public safety answering point operational experience to help in the design of the Colorado Mayday system.

The Mayday dispatcher workstation displays emergency requests from motorists on a digital map at the PSAP. On the workstation screen capture (above) an emergency request for assistance is displayed as a red dot on the map. When the dot is selected by a dispatcher, additional motorist data and greater map detail are displayed.



For a location service to succeed, public safety answering point (PSAP) dispatchers, commonly known as 911 dispatchers, must receive useful vehicle location data in a display format that can be easily integrated with their operations. The program team has conducted focus group meetings with PSAP dispatcher users to gather requirements. Unlike private-sector emergency vehicle location services currently under development, the Colorado Mayday program emergency services dispatchers — in this case Colorado State Patrol communications officers — have generated user requirements that have been incorporated into the

system design.

For example, state police communications officers rely heavily on highway mile-markers. They say it's critical that the system deliver vehicle location data to a dispatcher workstation whose maps include mile-markers. Pinpointing from which side of the median the Mayday call originated is another key system goal recommended by the officers.

Of equal importance, PSAP dispatchers must be able to depend upon the reliability of the automated emergency request. An emergency vehicle location system with the false alarm rates and other ambiguities of burglar alarms will serve no useful purpose. Dispatchers insist that the system include the means to confirm Mayday requests and verify for the motorist that the call went through by way of a voice connection.

Another dispatcher-driven requirement involves digital map accuracy. Dispatchers insist digital maps used by the system must be highly accurate, especially in urban areas. A 300-meter map error in an urban setting is less than optimal, they say.

Data Rather than Voices. In addition to its uncommon approach of involving the emergency services community from the beginning, the Colorado Mayday program is unique in that it will deliver vehicle location to dispatchers as data on a workstation screen, not as a voice telling the dispatcher where the vehicle requiring assistance is located.

To understand why electronic delivery of vehicle location data to PSAP dispatchers is so much better than voice communications to the PSAP dispatcher, let's look at how some private-sector emergency vehicle location systems currently under development will work.

These other systems will generate location from the vehicle and transmit these data to a private-sector monitoring center. Such centers typically

also monitor burglar alarms and other security systems and orally notify police on receipt of a real or false alarm.

When the data are received from vehicles in these other architectures, the private-sector monitoring center will phone the appropriate PSAP and orally communicate vehicle location and type of emergency to the dispatcher. In many cases, the monitoring center will be thousands of miles from the PSAP, meaning the person at the monitoring center attempting to orally communicate the location of a vehicle in need of assistance will have absolutely no familiarity with the area in which the vehicle is located.

The Mayday system's architecture takes the possibility of human error out of the loop. The vehicle's precise location is electronically delivered to the dispatcher and displayed in near real time on a digital map.

That's why the Colorado Mayday public-private partnership is so unique — the private sector and the government are working jointly to build and test a system that will make data, not voice, the medium by which vehicle locations are communicated to the PSAP.

NEW TECHNIQUES

Also unique, or at least somewhat unconventional, is the architecture of the Colorado Mayday emergency vehicle location system. It is based on a client-server model in which motorist equipment and dispatcher equipment are clients, and a central GPS and database processor are the server.

Conventional emergency vehicle location systems currently under development will employ a more traditional GPS-based approach in which the computer horsepower required to calculate latitude and longitude is installed in each vehicle. The Colorado Mayday system requires only a GPS sensor that simply collects, stores, and forwards raw satellite data to a



The in-vehicle unit's button-box driver interface can be attached to the driver's sun visor or kept in the glove compartment.



The in-vehicle unit includes a button-box motorist interface, an electronic control unit for installation in the vehicle's trunk along with a cellular transceiver, and a small GPS antenna.

its automobile aftermarket configuration, the button box is clipped to the driver's side sun visor and serves as a user interface for the motorist "client."

■ The communications system is a two-way cellular communications link that transmits raw GPS information and assistance requests from the IVU to the processing center.

■ The processing center server consists of a rack of processors running an operating system, a relational database management system, application software, a multiple-gigabyte disk farm, network and communications gear, and a GPS reference antenna. This server receives emergency assistance requests from IVU clients. Requests, which contain raw GPS data and vehicle identification information, are processed by the center's system to calculate the vehicle's location and type of assistance required. These data are then passed electronically to the PSAP.

■ At the PSAP facility, Mayday calls are displayed on a dispatcher workstation. Call data displayed on these "clients" include a vehicle location fix superimposed on a digital map, as well as information about the vehicle and motorist requesting assistance.

So How Does the System Work? At the time of enrollment, the IVU equipment is installed in the motorist's vehicle. This equipment includes the GPS sensor, a small GPS antenna, the button box, and communications equipment. Alternatively, the system components can be installed in a vehicle with an existing cellular phone.

At the time of enrollment, each user's personal and vehicle information are entered into a database at the processing center. These user data are stored in National Emergency Number Association format and include name, address, cellular telephone number, vehicle description, vehicle identification, in-vehicle

equipment, and any pertinent medical information or special needs the motorist might have.

To initiate a request for assistance, the user presses the appropriate button on the button box. These buttons are labeled "police," "medical," "assist," and "cancel." In response, the IVU immediately activates the GPS sensor to capture raw GPS data and simultaneously compiles an emergency request message.

The cellular phone then transmits this message to the processing center. Then, following data transmission, the cellular call is forwarded directly to the appropriate dispatcher to enable voice verification of the emergency, collection of additional information, and communication of the emergency response vehicle's estimated time of arrival. This means the whole transaction can be completed with just one cellular connection.

The processing center receives the message from the IVU and calculates vehicle location from the GPS data. Once location has been calculated by the server and combined with vehicle identification information from the server database, the data are routed to the PSAP dispatcher who received the cellular call. Motorist location and subscriber information are superimposed on a digital map.

From a performance perspective, the program's goal is to complete the entire transaction — from button-box activation in the vehicle to display of location/vehicle identification data on the dispatcher workstation — in less than one minute. The majority of this time is, of course, expended in establishing a cellular phone connection between the IVU and the processing center.

What Makes This Technology Different? First, unlike conventional GPS technology, the GPS sensor is designed to provide an "instant-on" capability for

emergency location. This means that on activation, the sensor immediately collects 62 milliseconds of raw GPS data; there is no power up or initialization.

Second, instead of processing the GPS data on board the vehicle, the GPS sensor just captures the short GPS raw data "snapshot," converts it into a digital data stream, and transmits these raw data back to the processing center for further data manipulation.

Third, conventional GPS receivers require that several satellites be in view to generate a precise fix. This process can often take minutes rather than seconds. The Colorado Mayday system technology includes algorithms and other methodologies that enable the system to generate vehicle location fixes with as few as two satellites in view of the vehicle.

As shown, the system currently requires manual activation by the motorist. Future service enhancements will include incorporation of an automatic activation capability. With this functionality, the IVU will be automatically activated by some form of crash sensor. Even if the motorist is injured and can't push a button, the system will summon help.

Another planned enhancement will add collision severity information to the data communicated to a PSAP dispatcher. By using a series of data sources, such as seat-belt sensors, accelerometers, or airbag activation units, the system will be able to assess the severity of a crash. This will enable EMS personnel to arrive on scene prepared for the emergency.

A third system enhancement will help deliver navigation assistance, road hazard data, and traffic information to the motorist through the IVU. By making the processing center-IVU data channel bidirectional, the system will be able to provide useful, safety-enhancing information to the motorist.

PASSING THE TEST

Work began on Colorado Mayday Phase I on December 30, 1994. For Phase I, a demonstration/validation system was built and is operating at the Colorado Springs facilities of the systems integrator. Phase I testing and evaluation of prototype in-vehicle units, the cellular communications link, and the processing center systems were recently successfully completed.

Phase I testing by the Colorado Mayday independent evaluator involved first selecting a variety of locations on roadways in the test area. The independent evaluator then constructed a set of routes linking the locations. Routes were defined to include a variety of terrains and tree coverages. Included in the routes were the following types of terrain:

- mountainous areas, including canyons;

- open spaces;
- forested areas, including locations with overhanging foliage;
- urban areas, including a variety of metropolitan settings; and
- downtown areas, including sites with high-rise buildings.

The independent evaluator then established two location baselines for each location, one derived from a hard-copy map and one derived from a commercial, off-the-shelf GPS receiver.

Using a Colorado Mayday prototype IVU installed in one test vehicle, the evaluator then generated location data for each vehicle on the previously planned routes. Data were generated while the vehicle moved at highway speed and at urban speed, and also while the vehicle was stopped.

Phase I testing revealed that the system limitations are based

on the availability of a strong cellular signal. The results indicate that the system's limits are largely a function of the communications system's performance (that is, good, marginal, or poor coverage).

For example, the test results from Phase I show that the system delivers highly accurate vehicle locations to an emergency services dispatcher workstation when the vehicle is in good cellular coverage areas. In these cases, the testing showed that the mean difference between the map and Colorado Mayday system data was 70 meters, with a standard deviation of 48 meters. As a result, with good cellular coverage, no voice communication is needed to determine or confirm location. It should be noted, however, that in an operational environment, the PSAP dispatcher will still initiate voice communication to verify

the nature of the emergency and inform the motorist as to an estimated time of arrival for emergency services resources.

Furthermore, marginal cellular coverage degrades accuracy such that a "region of confidence" is generated. The region of confidence is displayed as an ellipse on the dispatcher workstation and indicates an area in which the call was made. Such data are accompanied by warnings informing the dispatcher that voice confirmation is desirable. Poor or noncellular coverage requires total reliance on voice communication.

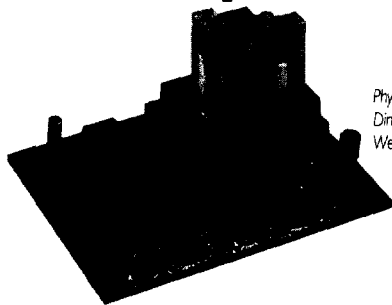
The evaluation and testing processes also highlighted the need for more accurate maps with more supporting data layers. Maps used on the Colorado Mayday PSAP dispatcher workstation in the Phase I test were accurate to a scale of 1:100,000. Due to the high accuracy of the location determined by the system, sometimes the x,y location point displayed was not on a road because, according to testing and evaluation, the GIS map was inaccurate. Another problem was that maps lacked meaningful supporting data layers to perform spatial queries.

These problems will all be addressed to the maximum extent possible in Phases II and III.

Phase II: Interim Operational Capability. Phase II, which recently began, involves initial deployment of an operational system. It will utilize 50 system-equipped vehicles and will last four months. Test participants will be state employees, cellular services provider employees, and other interested parties who will be selected according to their daily travel habits in the 12,000-square-mile test area. Operation of the dispatch workstation will be performed by the Colorado State Patrol for the duration of the test and deployment.

Phase II provides a more rigorous test of the system design and will be used to

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identify and correct system problems before a full-scale operational test. Controlled tests will be undertaken in this phase to exercise the system fully, with an interim operational capability achieved at the conclusion of this phase.

Another goal of Phase II is to continue efforts to address public sector-private sector institutional issues that currently affect deployment and commercialization of a truly integrated Mayday system. Some of the institutional challenges involve the following:

- understanding the jurisdictional responsibilities of local, county, and state law-enforcement organizations and finding the best ways to route data to them, as well as between them;
- clarifying geographic areas of responsibility for these same agencies;
- integrating private ambulance and towing companies into the emergency response equation and routing data to and between them; and
- evaluating and addressing public- and private-sector liability exposure as well as a host of other large and small concerns. Coordination among law enforcement, emergency medical services, towing companies, and the other private-sector services firms will continue.

Phase III: Final Operational Capability. Through a combination of existing and new infrastructure and services provided by both the public and private sectors, Phase III will implement a full-scale operational test aimed at commercialization of the system. A total of 2,000 test participants will be selected to carry IVUs in their vehicles, providing a mechanism to put maximum stress on the system. Selection criteria and methodology for securing test participants are currently under development. With 2,000 vehicles equipped with the system, Phase III is scheduled to last for a period of 18 months. At the end of this time, the system will achieve

final operational capability and will transition to operation by a commercial entity.

SYSTEM RAMIFICATIONS

The U.S. DoT, the Enterprise Group, the Colorado Department of Transportation, and the Colorado State Patrol are committed to the success of the program and foresee considerable public benefit. These public-sector program partners believe that the Colorado emergency vehicle location project will increase highway safety and reduce emergency response time. They are committed to the reduction of highway fatalities and the protection of property through the implementation of this system.

The Colorado Mayday implementation also demonstrates the far-reaching commercial potential of GPS technology. In addition to emergency vehicle location services applications, products such as asset management, stolen vehicle recovery, and vehicle fleet tracking are spin-off alternatives. Thus, in addition to its emergency vehicle location application, Colorado Mayday is generating technologies that can be adapted to address other challenges people and businesses face every day.

Momentarily putting aside these potential adaptations, though, it must be remembered that the system is designed to perform one of technology's most noble functions — to save lives. This means that when the system is perfected, the fictional scenario that began this article will end like this:

Luckily for Suzanne and her two children, data from her car's onboard crash sensors activate her in-vehicle unit, which electronically transmits her car's location and an emergency notification to the nearest PSAP. At the PSAP, the dispatcher notifies the nearest police patrol unit and a private ambulance service that an accident has occurred and transmits the vehicle's precise location to

them. In the first oral exchange between the motorist and the PSAP, the dispatcher calmly verifies the extent of the family's injuries and tells them help is on the way. Moments later, Suzanne and her children hear the welcome sound of sirens approaching. ■

All photographs courtesy of Navsys Corporation unless otherwise noted.

MANUFACTURERS

The Colorado Mayday in-vehicle unit (IVU) and its ITS patented GPS sensor are manufactured by **NAVSYs Corporation** (Colorado Springs, Colorado). NAVSYs's **LocaterNET Division** is the owner and operator of the Colorado Mayday GPS processing center system. The system also uses

Arc/Info geographic information system software from **Environmental Systems Research Institute** (Redlands, California). The equipment at the processing center server includes a rack of Pentium processors running the Windows NT operating system from **Microsoft Corporation** (Redmond, Washington), a relational database management system from **Oracle Corporation** (Redwood City, California), and NAVSYs proprietary application software. A disk farm, network and communications gear, and a **NovAtel Communications** (Calgary, Alberta, Canada) GPSCard are also at the processing center server.

For reprints (250 minimum), contact Mary Clark, Marketing Services, (503) 343-1200.

Recruitment

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This is an excellent opportunity to work in a fast-paced, rapidly-growing company. The successful candidate will lead in the development of train location systems utilizing GPS technology. To qualify, you must possess a BSEE or equivalent and 3 years' experience in GPS technology as well as demonstrated ability to work on a project.

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